

ANNEX Q

SPECIAL EVENTS CONSIDERATIONS

I. TYPE OF HAZARD

Special Events Considerations (Designated Special Security Events such as Inaugurals, State of the Union Addresses, Summit Conferences, the Olympics and other Major Sporting Events, etc.)

II. DESCRIPTION OF HAZARD

Significant events or “designated special events” may include any type of event where large groups of people are gathered together, regardless of the cause or purpose of the event, where expanded security and other resources are required above and beyond the resources typically available to local and/or state government. In such instances, event sponsors, in conjunction with local and state authorities are responsible for coordinating the event and requesting assistance at the federal level, if necessary.

Special events may be motivated by political, economic or social causes, as in the case of Inaugurals, State of the Union Addresses, and Summit Conferences, or by recreational causes, as with the Olympics and other major sporting events (Super Bowl, World Series, etc.). Special events may also include large holiday events such as the annual Fair St. Louis 4th of July Celebration, where large numbers of people crowd onto the Mississippi Riverfront in St. Louis.

The perception of inherent dangers and threats facing this country and the State of Missouri has changed significantly since the terrorist attacks of September 11, 2001. In keeping with the new framework of the developing “Initial Plan Draft” of the National Response Plan (NRP), the Missouri State Emergency Operations Plan (SEOP) should also provide a Hazard Analysis consideration section for special events as described herein. The following Historical Statistics Section details some of the potential impacts on security and medical resources that a “special event” could pose for consideration.

Anytime a large number of people are congregated in one area, an incident resulting from just about any of the hazards detailed in this Missouri Hazard Analysis could have devastating impacts. For example, consider the impact a sudden, severe hailstorm could have on the population visiting the aforementioned Fair St. Louis, which well over one million people usually attend each year. A hailstorm such as this struck the north St. Louis County area in April of 2001, causing thousands of dollars of damage to residences and vehicles. This storm produced baseball-size (and larger) hailstones, which killed many pets and nearly all the waterfowl residing at local park ponds. An incident such as this could have devastating impacts if it were to suddenly strike the fairgrounds with over 250,000 people in attendance and without shelter (not to mention the potential impact a terrorist attack incident could impose at such an event). Medical services would likely be overwhelmed with the number of injuries. .

III. HISTORICAL STATISTICS

A. Atlanta, Georgia, Centennial Olympic Park Bombing

On Saturday July 27, 1996, Georgia Bureau of Investigation (GBI) agents in Atlanta were dispatched to the Centennial Olympic Park for what seemed like a routine public disturbance call on the ninth day of the 1996 Summer Olympics. Apparently, some rowdy party-goers had been creating a scene at the event.

By the time GBI agents arrived, the parties were gone. However, a security guard pointed out another problem: a green knapsack left unattended under a nearby bench. Because of the suspicious nature of the situation, a bomb diagnostic team was called as officers attempted to keep people away from the area without creating a panic. They were unaware that a warning call had been made to 911 emergency dispatchers.

About 20 minutes later, as agents were assessing the situation and continuing to attempt to steer people away from the abandoned bag, it blew up with a powerful explosion. The blast killed one visitor and injured more than 100. All of the law officers at the scene were injured except for one. A Turkish cameraman also died of a heart attack while covering the explosion.

FBI said of this incident, "The fatal bombing in Atlanta was a terrorist attack aimed at thousands of innocent persons gathered at the Olympic Park." This blast was the worst attack on an Olympic Games since 11 Israeli athletes were killed by Palestinian guerrillas at the 1972 Games in Munich, Germany.

B. St. Louis, Missouri, Papal Visit

Pope John Paul II visited St. Louis, Missouri, on January 26 and 27, 1999. This pastoral visit included 30 hours of speeches, parades, prayer services, and a papal Mass for about 104,000 people at the St. Louis America's Center, which filled every available seat in the center, including the Edward Jones Dome and adjoining convention exhibit hall. This Mass is billed as the largest U.S. indoor gathering ever.

This 2-day series of events also included a welcome address by President Clinton and ceremonial farewell meeting with Vice-President Al Gore, and was attended by many state officials including Missouri Governor Mel Carnahan. Event activities were spread throughout the St. Louis metropolitan area, from the Lambert-St. Louis International Airport to the downtown area and the grounds of the Gateway Arch on the Mississippi Riverfront.

This was undoubtedly the largest single "special event" to occur in the State of Missouri in recent years, with security concerns reaching to national and international levels. Close coordination between local, state, and federal law enforcement agencies is required to provide adequate security measures for events like this. The potential for hazards from mass transportation accidents was also elevated for this event, as one quote said, "Seemingly every school bus in the region was enlisted to transport people from suburban pickup points down into St. Louis America's Center for the papal Mass". Fortunately, this event was conducted without any major incidents.

C. St. Louis, Missouri, World Agricultural Forum Conference

The Hyatt Regency Hotel at Union Station in St. Louis hosted the "World Congress" meeting of the World Agricultural Forum May 18 to 20, 2003. The forum brought together agriculture industry leaders and world leaders to discuss the future of global agriculture. Mindful of Seattle, Washington's, experience with violent protestors who disrupted the World Trade Organization (WTO) meeting there in December 1999, St. Louis police were braced for any possible problems that could arise from hundreds or even thousands of protestors descending on St. Louis for this event.

Four Seattle police officers were invited to St. Louis to talk about what happened at the 1999 WTO event, when 50,000 demonstrators overwhelmed 400 Seattle officers. Protestors smashed windows and vandalized cars as police fought back with rubber bullets and tear gas. Washington, D.C., police were also invited to St. Louis to share their experiences with riots during protests of major global conferences in their city.

Although St. Louis police were not anticipating the same level or intensity of violence as in Seattle, they did have intelligence reports that some visitors would be in St. Louis who were involved in the Seattle protests and other demonstrations. Another conference, called Biodevastation 7, was scheduled immediately prior to the World Agricultural Forum (May 16 to 18, 2003) in St. Louis, which involved a gathering of opponents to genetic engineering. An organizer with the group had indicated that 200 to 800 people were expected to attend the Biodevastation 7 conference and that there would be 200 to 2,000 protestors at the World Agricultural Forum.

During this time period, in nearby Creve Coeur, Missouri, extra police were also on hand at the Monsanto property for the annual Creve Coeur Days. Monsanto, an agriculture industry leader, is a host of the annual celebration, which includes carnival rides and game booths on its property. Creve Coeur police coordinated a plan with St. Louis police to gather information about possible protests at this event.

A local international security consulting firm was in charge of security for the World Agricultural Forum conference. They worked with St. Louis Police and other law enforcement agencies to prepare for possible protests at this event. Close coordination between these agencies helped to ensure that St. Louis was prepared to provide adequate security for the event and the international visitors to the city. Other than a couple of minor incidents between police and activists in the days leading up to the conference, no incidents were reported. A protest outside the conference on May 18 drew only a few hundred demonstrators, all peaceful, and only a handful of demonstrators were present during the event's final two days.

IV. MEASURE OF PROBABILITY AND SEVERITY

A. Probability

Missouri will undoubtedly host future special events, which will require significant security and other emergency planning considerations. The overall probability that a disastrous incident from any cause would occur in conjunction with a designated special event or special security event is considered low to moderate. The probability for an incident to occur during any particular special event is really a function of the hazards previously detailed in this Missouri Hazard Analysis and the probability of the independent occurrences of these hazards. However, "special events" will unfortunately continue to be likely targets for protests, rioting, and terrorist attacks in the U.S. Refer to the Measure of Probability and Severity discussions in the previous annexes of this document for more specific considerations.

B. Severity

The severity of incidents occurring in conjunction with designated special events could range from low to high, depending on many factors. The severity of these incidents will be a function of the number of people attending these events and the type and severity of the specific hazards to affect the events. Considerations of severity could range from a "hoax" bomb scare or terrorist

threat where no one is physically injured and without any property damage, to a full-scale disaster affecting a large number of people gathered at one time with mass injuries and property damage by natural, accidental, or terrorist or criminal causes. Refer to the Measure of Probability and Severity discussions in the previous annexes of this document for more specific considerations.

V. IMPACT OF THE HAZARD

As with the measure of probability and severity, the potential impact of hazards occurring in association with any special event must be evaluated as a function of the specific hazard that could cause the impact on a large number of people attending any event. Refer to the Impact of the Hazard discussions in the previous annexes of this document for more hazard-specific impact considerations. Certainly the potential impact of any hazard can be multiplied several-fold when it affects a large number of people all at once.

VI. SYNOPSIS

Adapted from the new National Response Plan (NRP), “Initial Plan Draft”: The perception of inherent dangers and complex threats facing this country and the potential consequences they could have on the American way of life has changed significantly since the terrorist attacks of September 11, 2001. These threats cross a broad spectrum of contingencies from acts of terrorism to natural disasters to other man-made hazards (accidental or intentional). Because all carry the potential for severe consequences, these threats must be addressed with a unified national effort. A new paradigm for incident management is required. This philosophy has been the mandate for change leading to development of the NRP.

This section is being added to the Missouri Hazard Analysis (Appendix 5 to the State Emergency Operations Plan) in keeping with the new framework of the NRP. The new NRP is being designed as an “all hazards/all disciplines” plan and considers hazards under the full range of possible contingencies, including:

- Natural Disasters
- Accidents
- Civil/Political Incidents
- Terrorist/Criminal Incidents
- Significant Events/Designated Special Events.

Significant events or “designated special events” are considered any type of event where large groups of people are gathered and expanded security and other resources are required above and beyond the resources typically available to local or state government. Special events may be motivated by political, economic, or social causes, as in the case of Inaugurals, State of the Union Addresses, and Summit Conferences, or they may be motivated by recreational causes as with major sporting events or designated holiday events.

Regardless of the purpose or cause, special events will place a large number of people in one area at one time. Anytime people are crowded together in one place, an incident resulting from just about any of the hazards detailed in this Missouri Hazard Analysis could have compounded and devastating impacts.

In such instances, event sponsors, in conjunction with local and state authorities, are responsible for coordinating the event and requesting assistance at the federal level, if necessary.

Local and state authorities are responsible for:

- Coordinating requirements from the organization sponsoring an event
- Determining resource shortfalls and submitting resource requests, through the existing structures and mechanisms, to the national level for consideration.

Event sponsors are responsible for:

- Developing concepts for conducting the event
- Identifying resource requirements necessary to support the event
- Submitting resource requests to local and state governments for consideration.

VII. MAPS OR OTHER ATTACHMENTS

None.

VIII. BIBLIOGRAPHY

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